Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006

Message Text

SECRET

PAGE 01 SEOUL 07258 01 OF 02 130940Z

11
ACTION EA-09

INFO OCT-01 ISO-00 ONY-00 /010 W
---------- 085124
R 130827Z SEP 76
FM AMEMBASSY SEOUL
TO SECSTATE WASHDC 9410

S E C R E T SECTION 1 OF 2 SEOUL 7258

FOR EA ONLY; ATTENTION: AMBASSADOR SNEIDER

E.O. 11652: GDS
TAGS: PFOR, MARR, KS, KN, US
SUBJECT: CRISIS MANAGEMENT PROCEDURES

SUMMARY. RECENT JSA INCIDENT POINTS UP NEED FOR JOINT POLITICAL/MILITARY REVIEW OF PROCEDURES IN SEVERAL AREAS. EMBASSY RECOMMENDS JOINT STATE/DEFENSE INSTRUCTION CALLING FOR EMBASSY/UNC REVIEW OF PROCEDURES. END SUMMARY.

1. AUGUST 18 JSA INCIDENT AND OUR ACTIONS IN ITS AFTERMATH HAVE ALERTED US ANEW TO FACT NORTH KOREANS CAN GET AT US DIRECTLY IF THEY CHOOSE AND TO CONSEQUENT NEED FOR BEST POSSIBLE PROCEDURES IN EVENT OF SUCH CONTINGENCIES. EXPERIENCE HAS ALSO POINTED UP SUBSTANTIAL DIFFERENCES IN US AND ROK ATTITUDES IN APPROACHING SUCH INCIDENTS.

2. SUBSTANTIAL PROGRESS TOWARD BETTER SECURITY AND MINIMIZING RISK OF INCIDENTS HAS BEEN MADE IN REACHING AGREEMENT TO DIVIDE JSA. MOREOVER, IN LIGHT PUBLIC RELATIONS BEATING NK HAS TAKEN OVER AUGUST 18 AFFAIR, THEIR EVIDENT DESIRE AND EFFORTS TO GET CURRENT ISSUE BEHIND THEM, AND THEIR WORLDWIDE DIPLOMATIC CAMPAIGN, WE ARE INCLINED TO THINK NORTH KOREANS WILL BE MORE CAREFUL ABOUT PROVOCATIONS, AT LEAST IN NEAR FUTURE. AT SAME TIME WE SEE NO EVIDENCE OF FUNDAMENTAL CHANGE IN NORTH'S ATTITUDES AND APPROACH; FUTURE INCIDENTS ON THE DMZ WOULD SEEM TO BE VERY LIKELY; AND INCIDENTS INVOLVING US IN JSA ARE SUFFICIENTLY POSSIBLE TO
SECRET

SECRET

PAGE 02 SEOUL 07258 01 OF 02 130940Z

WARRANT STUDY OF AUGUST 18 INCIDENT WITH VIEW TO

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006

IMPROVING PROCEDURES.

3. CAREFUL REVIEW OF FACTS SURROUNDING INCIDENT IS UNDERWAY AT UNC AND EMBASSY DOES NOT WISH TO PREJUDGE THIS INVESTIGATION. FACTS WE ALREADY KNOW CLEARLY SUGGEST AREAS FOR PROCEDURAL REVIEW, HOWEVER. THUS THIS MESSAGE, WITHOUT ATTEMPTING AT THIS STAGE TO ANSWER THEM, SETS OUT CERTAIN ISSUES THAT MUST BE ADDRESSED:

A. LESSON NUMBER ONE FROM RECENT INCIDENT IS HARDLY A NEW ONE: PROBLEMS AT JSA, INDEED ALONG FULL LENGTH OF DMZ, RELATE TO OUR OVERALL POLITICAL OBJECTIVES AND ARE FUNDAMENTALLY POLITICAL IN NATURE. INDEED, BEST SPECULATION INDICATED THAT NORTH SEEKS INCIDENTS TO ACHIEVE POLITICAL, NOT MILITARY, OBJECTIVES. WE ARE TRYING TO PREVENT MILITARY CONFRONTATION WHILE MAINTAINING ROK SECURITY. THUS, OUR INTERESTS REQUIRE CONSIDERATION OF POLITICAL ASPECTS AT ALL MILITARY LEVELS AND CAREFUL POLITICO/MILITARY COORDINATION TO PREVENT ESCALATION WHILE STILL ACHIEVING DESIRED OBJECTIVES. BASIC QUESTION FOLLOWS: HOW MUCH POLITICAL (DIPLOMATIC) CONTROL IS NECESSARY--OR PUT ANOTHER WAY, WHERE AND HOW SHOULD POLITICAL CONSIDERATIONS BE INFUSED AT VARIOUS LEVELS OF MILITARY COMMAND AND STAGES IN THE DEVELOPMENT OF A PROBLEM? THE JSA IS NOT BERLIN AND WE DO NOT AT THIS TIME BELIEVE THAT EXTENSIVE STATE DEPARTMENT CONTROL AS EXISTS IN BERLIN WOULD BE NECESSARY OR APPROPRIATE. OUR EXPERIENCE WITH AUGUST 18 AFFAIR NONETHELESS INDICATES NEED FOR CLEAR-CUT JOINT EMBASSY/UNC PROCEDURES TO INSURE EARLIER AND LESS AMBIGUOUS OVERALL POLITICAL (DIPLOMATIC) CONTROL IN EVENT OF EMERGENCY.

B. CRITICALITY OF JSA, POTENTIAL RAPIDITY OF FLARE-UPS, AND THEIR POTENTIAL FOR ESCALATION CALL FOR MAXIMUM FEASIBLE ADVANCE PREPARATION ON THE PART OF POLITICAL (DIPLOMATIC) AS WELL AS MILITARY AUTHORITIES. AGAIN THE JSA IS NOT BERLIN AND SUCH EXTENSIVE CONTINGENCY PLANNING AS UNDERTAKEN IN BERLIN CASE WOULD NOT BE COST/EFFECTIVE. HOWEVER, THOROUGH POLITICAL AS WELL AS MILITARY REVIEW OF JSA RULES OF ENGAGEMENT AND

STANDARD OPERATING PROCEDURES IS CALLED FOR. FUNDAMENTAL QUESTION TO POSE IS WHETHER HIGHLY CONSTRAINED POSTURE ON JSA GUARDS NOW IS MOST APPROPRIATE WAY TO DETER CONSTANT NORTH KOREAN PROVOCATION; MANY OF OUR OWN PEOPLE AS WELL AS ROKS CONCLUDE NORTH ONLY RESPECTS FORCE AND BELIEVE THAT TOUGHER, "EYE FOR AN EYE" POSTURE, WHILE CONTRIBUTING TO TENSIONS IN SOME WAYS, WOULD PROVIDE BETTER LONG RUN DETERRENT.

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006

C. QUESTIONS ALSO NEED TO BE ASKED ABOUT PROCEDURES FOR MONITORING AND IDENTIFYING POTENTIAL PROBLEMS BEFORE THEY OCCUR. AUGUST 18 INCIDENT WAS PRECEDED BY SEVERAL EVENTS, SUCH AS INTENSIFIED PROPAGANDA BY NORTH AND CONTINUED HARRASSMENT IN JSA LIKE THAT WHICH MET AUGUST 6 TREE-CUTTING ATTEMPT, WHICH IF BROUGHT TO HIGHER LEVEL POLITICAL AND MILITARY ATTENTION MAY HAVE INDICATED SUFFICIENT PATTERN TO ALERT US AHEAD OF TIME TO NEED FOR CHANGE IN STANDARD OPERATIONS. WE CONCLUDE THAT IMPROVED EARLY WARNING MECHANISMS INCLUDING FULL POLITICO/MILITARY CONSULTATIONS ON ALL INDICATORS AND INCIDENTS ARE CALLED FOR.

SECRET

NNN

SECRET

PAGE 01 SEOUL 07258 02 OF 02 131025Z

17
ACTION EA-09

INFO OCT-01 ISO-00 ONY-00 /010 W
---------- 085497
R 130827Z SEP 76
FM AMEMBASSY SEOUL
TO SECSTATE WASHDC 9411

S E C R E T SECTION 2 OF 2 SEOUL 7258

FOR EA ONLY; ATTENTION: AMBASSADOR SNEIDER

D. GIVEN NK PENCHANT FOR PROVOCATION AND THEIR SKILL AT IT, EVEN WITH NEW JSA ARRANGEMENTS, WITH BEST POSSIBLE RULES OF ENGAGEMENT AND WITH IMPROVED ADVANCED WARNING SYSTEM, WE MUST ASSUME POSSIBILITY OF FUTURE JSA CONFRONTATIONS EXPANDING INTO MAJOR INCIDENT. THEREFORE PROCEDURES FOR HANDLING VARIOUS CONTINGENCIES, PARTICULARLY THOSE NOW MORE LIKELY TO OCCUR AS RESULT NEW ARRANGEMENTS, I.E. KIDNAPPING ACROSS MDL, DEFECTIONS, ENTRANCE OF KPA SECURITY PERSONNEL IN CIVILIAN CLOTHES INTO OUR AREA, PHYSICAL CONTACTS, ETC., ALL MUST BE RECONSIDERED FROM POLITICAL AS WELL AS MILITARY POINT OF VIEW. RELATED RULES GOVERNING NOTIFICATION TO HIGHER AUTHORITY, SEOUL DIRECTED CRISIS MANAGEMENT AND LINES OF AUTHORITY ALSO NEED BETTER DEFINITION.

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006

E. IN VIEW NEED FOR WASHINGTON LEVEL DECISION MAKING
IN EVENT ANOTHER JSA AFFAIR GETS SERIOUS ENOUGH, WE
BELIEVE LINES OF COMMUNICATION AND AUTHORITY FROM
WASHINGTON ALSO REQUIRE BETTER DEFINITION. SOLVING
MOST RECENT PROBLEM WAS COMPLICATED BY FACT THERE WERE
TWO COMPETING REPORTING AND INSTRUCTION CHANNELS BE-
TWEEN WASHINGTON AND SEOUL. WHILE THERE MUST BE
MECHANISM FOR DISCUSSING OPTIONS AND AIRING VIEWS, WE
SEEK NEED FOR SINGLE PREDESIGNATED COMMUNICATION
CHANNEL FOR INSTRUCTIONS AND CLEAR-CUT MANDATE TO
AMBASSADOR TO CARRY THEM OUT.

SECRET

SECRET

5. APART FROM ABOVE, ONE OTHER RELATED AREA FOR REVIEW
IS PROMPTED BY I CORPS COMMANDER'S REMARKS DURING VISIT
CLEVELAND AND WILLNER JUST MADE TO HIS HEADQUARTERS. WITH-
OUT GOING INTO ALL OF HIS REASONS, LT. GENERAL CUSHMAN
IS CONVINCED AS RESULT HIS OWN REVIEW AUGUST 18 AFFAIR
THAT WE MUST HAVE SUFFICIENT AMERICAN TROOPS CLOSE AT
HAND OUTSIDE JSA, BUT NORTH OF IMJIN RIVER, TO ARTICULATE
CONTROLLED RESPONSE TO FAST-MOVING EVENTS IN JSA; FOR
EXAMPLE HE SAYS WE COULD NOT HAVE CARRIED OUT TREE-CUTTING
EXERCISE SO EFFECTIVELY WITHOUT RELIANCE ON AMERICAN
FORCES. ACCORDINGLY, WE BELIEVE PLANS TO REMOVE AMERICAN
COMPANY FROM DMZ AREA CLOSE TO JSA SHOULD BE CAREFULLY
REVIEWED WITH THIS REQUIREMENT IN MIND. TO MAINTAIN
PROPER POLITICO/MILITARY CONTROL WE MUST HAVE APPROPRIATE
US RESOURCES AVAILABLE.

6. CONCLUSION AND RECOMMENDATION: WE PLAN TO PROCEED
WITH OWN REVIEW OF LESSONS LEARNED FROM THIS INCIDENT
AND DEVELOPMENT OF MORE CONCRETE RECOMMENDATIONS REGARD-
ING PROCEDURES IN AREAS OUTLINED ABOVE. WE PLAN TO
HAVE THEM AVAILABLE UPON YOUR RETURN. THIS IS OBVIOUSLY
SENSITIVE AREA FOR OUR MILITARY COLLEAGUES, HOWEVER,
SINCE WE WILL BE REVIEWING WHAT THEY HAVE TO LARGE
EXTENT HITHERTO CONSIDERED THEIR OWN PRESERVE AND WILL
BE RECOMMENDING OUR OWN MORE EXTENSIVE INVOLVEMENT IN
THEIR COMMAND AND CONTROL PROCEDURES. WE CONCLUDE THAT
BEST WAY TO INSURE DEVELOPMENT AND EVENTUAL ACCEPTANCE
OF PROPER POLITICO/MILITARY PROCEDURES IS FOR ISSUANCE
JOINT STATE/DEFENSE INSTRUCTION CALLING FOR EMBASSY/UNC
REVIEW AND RECOMMENDATIONS ON ISSUES RAISED ABOVE AND
ANY OTHER WASHINGTON MAY HAVE IN MIND. ACCORDINGLY, WE
URGE THAT SUCH AN INSTRUCTION BE ISSUED ASAP.
STERN

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006

SECRET

NNN

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006

Message Attributes

Automatic Decaptioning: Z
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: DMZ, INTERNATIONAL PEACEKEEPING FORCES, BORDER INCIDENTS, FOREIGN POLICY POSITION
Control Number: n/a
Copy: SINGLE
Draft Date: 13 SEP 1976
Decaption Date: 28 MAY 2004
Decaption Note: 25 YEAR REVIEW
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: CunninFX
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1976SEOUL07258
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: D760344-0629
From: SEOUL
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1976/newtext/t19760966/aaaacequ.tel
Line Count: 221
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION EA
Original Classification: SECRET
Original Handling Restrictions: ONLY
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: SECRET
Previous Handling Restrictions: ONLY
Reference: n/a
Review Action: RELEASED, APPROVED
Review Authority: CunninFX
Review Comment: n/a
Review Content Flags:
Review Date: 27 APR 2004
Review Event:
Review Exemptions: n/a
Review History: RELEASED <27 APR 2004 by BoyleJA>; APPROVED <19 AUG 2004 by CunninFX>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
04 MAY 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: CRISIS MANAGEMENT PROCEDURES SUMMARY. RECENT JSA INCIDENT POINTS UP NEED FOR JOINT POLITICAL/MILITARY REVIEW OF PROCEDURES IN SEVERAL
TAGS: PFOR, MARR, KS, KN, US
To: STATE
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006